



CITY OF DURHAM | NORTH CAROLINA

Date: February 2, 2016

To: Thomas J. Bonfield, City Manager

CC: W. Bowman Ferguson, Deputy City Manager

From: Steven W. Hicks, Director, General Services Department

Subject: Presentation of the Design Development progress for the Police Headquarters Complex

Executive Summary

At the September 24, 2015 City Council Work Session, staff and City consultants, O'Brien Atkins Associates P.A. (O'Brien Atkins) and Lend Lease (US) Construction (Lend Lease), (the Project team) presented the Project team's preferred site concept for the Police Headquarters Project (the Project). Council gave the Project team direction to proceed with developing design of the preferred scheme. Also, at the previous August 20, 2015 Work Session, Council gave the Project team direction to increase the project budget subject to program reductions being included in the design. An updated budget summary for the project is included as Attachment A.

Over the past four months, the Project team completed the Schematic Design Phase, and currently the Design Development Phase is 30% complete. O'Brien Atkins has developed two expressions of the Police Headquarters building for Council consideration. Both schemes share the same footprint and massing which is fixed for the upcoming Site Plan submission.

The two schemes build upon the design objectives established through input from the community, City Council, and City staff. Both schemes enliven Main Street with a texture of street trees and sidewalk amenities such as planters and benches. These pedestrian elements are juxtaposed alongside transparency of glass storefront and building materials such as stone or granite. The building form at the corner of Main Street and Elizabeth Street is an all glass civic atrium creating an open engaging public interaction space for the community and building users with meeting and gathering spaces. At Main Street and Hood Street, a vibrant façade of transparent glass completes a pedestrian friendly experience along the street frontage. Both designs respond to the fabric of the local community and context in terms of building height, proportion of building elements, similar use of materials and textures. A presentation is included in the attachment entitled Exhibit B. Differences between the schemes can be described as follows:

- Scheme A is a formal, orderly, and clear yet rhythmic translation of the local neighboring context and the building program represented in a palette of grey brick, stone, metal panel and clear glass.
- Scheme B is an abstracted interpretation of the local context and the building program represented in a palette of red brick, stone, and clear glass.

The steering committee prefers Scheme A because the formal modern language feels more appropriate for civic architecture and will provide a timeless building.

Recommendation

General Services Department recommends that City Council receive a presentation of the Design Development progress and two scheme options for the new Police Headquarters Complex.

Background

At the June 6, 2015 Work Session, the Project team delivered a presentation to City Council introducing four preliminary site layout concepts for the Police Headquarters Complex. The presentation included a summary of input received by the community in April and May, 2015. Council direction to staff was to further analyze the four schemes presented, gather additional feedback from the community, return to Council with an update.

At the August 20, 2015 Work Session, the Project team presented five updated design options to Council, along with analysis of land use, building height, surface and structured parking, existing historic Carpenter building, future development opportunities, and revised budget estimates. These schemes incorporated feedback received at focus group meetings with Downtown Durham Inc, Durham Area Designers, and Preservation Durham held on June 18 and June 22. The Project Team discussed feedback not considered in the updated design options, including designing a taller building, since the programmatic requirements on the first floor dictate the building footprint of approximately 40,000 square feet, thus forming the height of the building at four to five floors. The Project team also presented cost comparisons of similar projects, cost model analysis of the proposed project, and budget comparison of current CIP funding. The cost model analysis indicated a difference of approximately \$18.5 million would be required to complete the project. Staff presented program reduction options to Council that would reduce the difference by approximately \$9.6 million. Council's direction to the Project team was to proceed with increasing the budget and acceptance of the program reductions.

On September 1, staff received a proposed site layout from Durham Area Designers (DADs) and Preservation Durham. The Project steering committee met with DADs and Preservation Durham on September 2 to discuss the proposed elements and offer feedback.

On September 3, staff provided Council with a supplemental memo that included attachments of the pro/con matrix developed by staff to evaluate the five updated schemes using 19 criteria considerations for the project; DADs/Preservation Durham proposed layout (DADs Scheme); DADs/Preservation Durham's pro/con matrix self-evaluation; and staff's pro/con matrix analysis of the DADs scheme. After the supplementary memo was submitted, DADs sent a revised self-evaluation pro/con matrix directly to Council that differed from DADs initial self-evaluation. In summary, the supplementary memo raised concerns that the DADs scheme misses an opportunity for the project to have a positive impact on Main Street, as well as a presence for a key public facility along this critical urban thoroughfare. The Project team asserts the interests of the community and the occupants of the building are best served if the building has some frontage and a public entrance on Main Street. Council requested receipt of additional public input prior to further discussion at the September 8 City Council meeting.

At Council direction, staff solicited feedback from interested parties. On September 8, Council received a letter directly from Downtown Durham Inc (DDI) supporting design

scheme 4. At the September 8, 2015 City Council meeting, staff advised Council that due to the timing of receipt of the DADs scheme and revised matrix materials, the Project team requested additional time to complete a detailed analysis of the layout. Council directed staff and City consultants to further evaluate, analyze, and give consideration to the proposed DADs/Preservation Durham site layout.

At the September 24, 2015 Work Session the Project team presented a detailed analysis of the DADs diagram along with the original schemes that were further developed so a detailed “apples to apples” comparison could be presented. The project team considered parking and congestion, design considerations, program analysis, and environmental considerations as the basis for recommendation to City Council. Council direction to the Project Team was to proceed with preferred scheme 5.

Over the past four months, the Project team completed the Schematic Design Phase and is currently 30% complete with the Design Development Phase. Examples of major activities include:

- Completing programmatic planning to define the building footprint and massing.
- Preparing program adjacencies and preliminary floor plan layouts
- Establishing basis of design where design intent is described in detail.
- Preparing cost estimates and reconciliation of those estimates.
- Submitting Transportation Impact Analysis (TIA) where no offsite improvements were deemed required by the Transportation Department
- Preparing a draft soil management plan for environmental remediation of the site, done by Terracon Consultants Inc. (Terracon), the City’s environmental engineering consultant.
- Meeting on multiple occasions with City Planning, Public Works, Transportation, and Water Management staff.

On February 2, 2016, the Project Team met with DADs to share a project status and elevations of both schemes that are being presented to Council at Work Session on February 18, 2016.

Issues/Analysis

Not Applicable

Alternatives

Not Applicable

Financial Impact

Not Applicable

SDBE Summary

Not Applicable

Attachments:

Exhibit A: Budget Summary

Exhibit B: Presentation – The presentation will be provided to City Council on Tuesday, February 16, 2016.